



COMDTINST 16151.1C
16 MAR 1993

COMMANDANT INSTRUCTION 16151.1C

Subj: Domestic Icebreaking Policy and Reporting Requirements

1. PURPOSE: This instruction prescribes policy and reporting requirements for all units engaged in domestic icebreaking operations.
2. DIRECTIVES AFFECTED: Commandant Instructions 16151.1B and 16155.1B are cancelled.
3. DISCUSSION: Domestic icebreaking is normally conducted for three basic purposes: search and rescue and other emergency situations, prevention of flooding caused by ice, and facilitation of navigation. Evaluation of new concepts through research and development may require icebreaking activity beyond that undertaken in normal operations. The Coast Guard uses domestic ice operations report data for evaluating past and present efforts, making cost-benefit determinations, planning future operations, and responding to Congressional, Departmental, and public inquiries.
4. POLICY:
 - a. Search and Rescue: The Coast Guard will conduct icebreaking required for search and rescue missions. Other emergency missions may also require domestic icebreaking operations. Examples include opening channels to icebound communities which are in immediate need of food, heating fuel, or medical assistance; and restoring access to island communities when their own efforts fail. These operations are conducted in direct support of the general public and are not to be construed as assistance to commercial activities.

4. b. Flood Control: The U.S. Army Corps of Engineers (ACOE) has the responsibility for flood control and determines if icebreaking will assist in the regulation and/or operation of an effected waterway. Upon request of the appropriate ACOE authorities, the Coast Guard may, pursuant to 14 U.S.C. 141(a) and 14 U.S.C. 88(a), provide ice management facilities and services to aid in the prevention of floods and hazardous water stages caused by ice obstructions. The Coast Guard may also provide ice management facilities and services for flood control in direct response to requests from other federal, state or local governmental agencies or private interests. However, since responsibility for flood control is vested in the ACOE, the Coast Guard must consult with the cognizant ACOE officials before undertaking icebreaking for flood control to determine if the operation will interfere with regulation and/or operation of the effected waterway. Icebreaking for flood control shall be conducted to the extent Coast Guard resources are available and can be effectively used.
- c. Facilitation of Navigation: Executive Order 7521 directs the Coast Guard to "assist in keeping open to navigation by means of icebreaking operations ... channels and harbors in accordance with the reasonable demands of commerce ..." Subject to the following considerations, the Coast Guard will comply with this mandate as follows:
 - (1) Critical waterways which are normally open to navigation in the winter: The Coast Guard will conduct icebreaking operations as needed to facilitate navigation.
 - (2) Critical waterways which are normally impassable without icebreaker assistance in the winter: The Coast Guard will continue to meet the reasonable demands of commerce as in the past. However, vessel owners and operators in these areas will be encouraged to assist in reducing the need for Coast Guard icebreaking assistance by providing for themselves, by using vessels adequately powered and constructed to move safely through ice covered waterways without Coast Guard help, by rescheduling voyages until ice conditions ease, etc.
 - (3) Commercial Icebreaking: The Coast Guard will not normally interfere with private enterprise in conducting icebreaking operations to facilitate navigation. If

4. d. (cont'd) commercial icebreaking assistance is available and adequate, Coast Guard icebreaking assistance shall not be provided. If available commercial icebreaking assistance is inadequate, Coast Guard assistance will be provided consistent with other operational priorities. The availability and adequacy decisions will be made by the District Commander. Safety of assisted and assisting vessels is a prime consideration in making these decisions.
- e. Research and Development and Science Missions: Temporary deviations from this instruction resulting in an expansion of icebreaking activities are permitted for research and development or scientific purposes.
- f. Icebreaking Safety: All domestic icebreaking shall be conducted with due regard to the possibility of damage to other vessels, bridges and shore facilities. Assistance will be provided to minimize the effect on riparian residents and to mitigate, minimize or eliminate potential environmental damages. The movement of oil and hazardous substances through ice covered waters may require the use of additional resources to meet the associated hazards.
- g. Ninth Coast Guard District Policy: The following policies apply to the Ninth Coast Guard District only:
 - (1) The Great Lakes navigation season ends January 15 of each year. This does not preclude a short-term extension of the navigation season to accommodate a regional economic crisis, emergency navigational problems, or other exigent circumstances, such as search and rescue operations. This section does not preclude necessary navigation assistance provided by the Coast Guard to commercial vessels and ferries in interlake trade that do not transit the Sault Ste. Marie locks.
 - (2) The Ninth District Commander shall request and/or provide icebreaking resources from/to the Canadian Coast Guard as circumstances require. The exchange of resources shall be per the December 5, 1990 Extended Agreement Between the United States of America and Canada concerning coordination of Icebreaking Operations in the Great Lakes and St. Lawrence Seaway System.

COMDTINST 16151.1C

4. h. Specific Responsibilities: Area and district commanders and unit commanding officers shall:
 - (1) Maintain liaison with appropriate local authorities to evaluate requests for icebreaking services.
 - (2) Promulgate, in standard operating procedures, plans, and orders, as appropriate, details concerning icebreaking services to be provided in specific principal waterways.
 - (3) Forward requests for significant expansion of icebreaking services to Commandant (G-NIO) for consideration.
- i. Other Policies:: Commandant (G-NIO) will be contacted for further guidance regarding policy exceptions. The Coast Guard will not normally:
 - (1) Seek reimbursement from other government agencies for routine domestic icebreaking operations.
 - (2) Hire commercial vessels for domestic icebreaking.
5. ICE INFORMATION: The Coast Guard will not make ice forecasts, but, when available, may disseminate current or historic ice information from the National Weather Service or other cognizant agencies to mariners and other related interests. The source of ice information and forecasts should be identified. Details of transmission of ice information are at the discretion of the District Commander.
6. REPORTING REQUIREMENTS:
 - a. Annual Report: Districts engaging in domestic icebreaking shall submit an Annual Domestic Ice Operations Report to Commandant (G-NIO) via area commanders not later than 1 August. The report shall conform to the format and guidance provided in enclosure (1). Additional data considered relevant to program evaluation, as well as recommendations for report improvement, should be included in the annual report.
 - (1) To manage the program effectively the data base must contain what was done (level of effort); what gains were derived from the efforts (benefits); and efficiency with which operations were accomplished (performance).

- (2) The sum of level of effort, flood control and prevention, and miscellaneous assistance OPHOURS (as provided in enclosure (1)) should equal DIO resource hours reported in the Abstract of Operations.
- b. Situation Reports (SITREPS): In addition to the annual report, unusual or significant operations should be reported to Commandant (G-NIO) by SITREP.
- 7. ACTION: Area and district commanders and unit commanding officers shall ensure compliance with the provisions of this Instruction.

/s/ W.J. ECKER

Rear Admiral, U.S. Coast Guard
Chief, Office of navigation Safety
and Waterway Services

Chief, Office Safety

Encl: (1) Annual Domestic Ice Operations Report Guide

NON-STANDARD DISTRIBUTION:

A:f STORIS only
A:h YOCONA only
A:m BITTERSWEET, BRAMBLE, COWSLIP, FIREBUSH, GENTIAN,
HORNBEAM, IRONWOOD, MARIPOSA, PLANTREE, SEDGE, SORREL,
SPAR, SUNDEW, SWEETBRIER, WOODRUSH only
A:n RED BEECH, RED BIRCH, RED CEDAR, RED OAK, RED WOOD,
WHITE HEATH, WHITE LUPINE, WHITE SAGE, only
A:o BUCKTHORN only
A:p BLACKBERRY, CHOKEBERRY, ELDERBERRY only
B:c CGDONE, CGDTWO, CGDFIVE, CGDNINE and CGCSEVENTEEN only
C:a Cape Cod, Brooklyn, Traverse City, and Kodiak only
C:b Cape May, Detroit, Chicago and Sitka only
C:d South Portland, Southwest Harbor, St. Louis, Fort Macon,
Sault Ste. Marie, Detroit, Milwaukee and Ketchikan only
C:e Boston, Portland, Providence, St. Louis, Memphis,
Paducah, Pittsburgh, Huntington, Louisville,
Philadelphia, Norfolk, Baltimore, Wilmington, Chicago,
Milwaukee, Detroit, Toledo, Cleveland, Buffalo, Duluth,
Anchorage, and Juneau only
C:i Boston, Woods Hole, Brant Point, Cape Cod Canal, Castle
Hill, Chatham, Provincetown, Portland, Menemsha,
Gloucester, Jonesport, Merrimac River, Point Allerton,
Point Judith, Portsmouth Harbor, Burlington, Scituate,
New Haven, Fort Totten, Eatons Neck, Fire Island, New
York, Manasquan Inlet, Montauk, Rockaway, Sandy Hook,
Shark River, Shinnecock, Freeport, Boothbay Harbor,

COMDTINST 16151.1C

Rockland, New London, Crisfield, Atlantic City,
Barneget, Beach Haven, Indian River Inlet, Great Egg,
Curtis Bay, Portsmouth, Chincoteague, Hatteras Inlet,
Hobucken, Little Creek, Cape Charles, Milford Haven, Oak
Island, Ocean City, Ocracoke, Oregon Inlet, Coinjock,
Parramore Beach, Annapolis, Swansboro, St. Inigoes, Cape
May, Stillpond, Taylors Island, and Wrightsville Beach
Ashtabula, Buffalo, Calumet Harbor, Charlevoix, Duluth,
Erie, Fairport, Bayfield, Grand Haven, Kenosha, Lorain,
Ludington, Marquette, Sault Ste. Marie, Michigan City,
Milwaukee, Oswego, Port Huron, Rochester, St. Joseph,
Sheboygan, St. Ignace, Sturgeon Bay, Tawas, Two Rivers,
Wilmette Harbor, Alexandria Bay, St. Clair Shores,
Toledo, St. Clair Flats, Saginaw River, Manistee, Harbor
Beach, Marblehead, Belle Isle, Frankfort, Plum Island,
Niagara, Cleveland Harbor, Portage, Juneau, and
Ketchikan only

C:m New York, St. Ignace, and Sturgeon Bay only

D:d Boston, South Portland, Woods Hole, Southwest Harbor,
New York, Sany Hook, Moriches, Long Island Sound, Lower
Mississippi River, Upper Mississippi River, Ohio Valley,
Philadelphia, Cape May, Baltimore, Cape Hatteras,
Eastern Shore, Fort Macon, Hampton Roads, Buffalo,
Detroit, Milwaukee, Grand Haven, Sault Ste. Marie and
Ketchikan only

E:n Massena, Sitka, Kodiak, Cincinnati, Nashville, Ketchikan
and Davenport only

E:o Sault Ste. Marie, Long Island Sound, New York, and
Grand Haven only

ANNUAL DOMESTIC ICE OPERATIONS REPORT GUIDE

1. The Annual Domestic Ice Operations Report for the period 1 June to 31 May of the following year shall be submitted to Commandant (G-NIO) not later than 1 August. The report shall address the following information areas:
 - a. Assistance to commercial interests (shipping and fishing)
 - b. Level of effort
 - (1) Direct Assistance
 - (2) Preventive Icebreaking
 - (3) Flood control/prevention
 - (4) Miscellaneous assistance
2. The format for the report is:
 - a. Narrative Summary: Summary of significant operations; concept of operations (e.g. preventive icebreaking, convoy escort, assistance upon request, flood control); severity of weather and ice conditions; location and type of traffic assisted (e.g. tanker, freighter, tug, barge, etc.); impact of icebreaking on other operations; discussion of miscellaneous assistance; total value of ice damage to Coast Guard facilities and problems encountered. Include comments on the inability to respond to requests for assistance and applicable reasons.
 - b. Statistical Data Summary: Summary of data for evaluation of program effort and benefits. The data and format required is as follows:
 - (1) Facilitation of/Assistance to Commercial and Fishing Vessels: Weekly totals, by areas of operation, of number of assists (commercial and fishing), cargo type, cargo tonnage or barrels, and estimated cargo value. See Table I.
 - (2) Level of Effort Operation Hours: A breakdown of weekly operation hour totals by area of operation, vessel class and method of employment (i.e. direct assistance (DA), preventive icebreaking (PI), flood control/prevention (FC) and miscellaneous assistance (MISC) is required. See Table II.

2. b. (2) (cont'd)

- (a) Direct Assistance (DA): Domestic icebreaking operations conducted to assist a specific benefiting vessel(s). Assistance upon request and conveying are common examples of DA.
 - (b) Preventive Icebreaking (PI): Domestic icebreaking operations conducted to assist commercial vessel movements for which specific vessel(s) can not be readily identified. Channel maintenance and harbor breakout operations are common examples of PI.
 - (c) Flood Control/Prevention Workload (FC): Domestic icebreaking operations for flood control and flood prevention, including frequency for recurring operations.
 - (d) Miscellaneous Assistance (MISC.): Includes all other cutter operations for which DI employment hours are recorded, but not included in other categories. Cutter transits in ice without an identifiable mission in other categories should be reported here. Examples include assistance to pleasure craft, other CG vessels and ferry transits.
- (3) Aerial Ice Reconnaissance: Includes those hours for aerial ice reconnaissance in areas of responsibility, regardless of district affiliation of the units involved. Only those hours for flights where ice reconnaissance is the primary mission should be recorded. See Table III.

TABLE I: FACILITATION OF/ASSISTANCE TO COMMERCIAL AND FISHING VESSELSWeekly Period 1 (dates)**TABLE I: FACILITATION OF/ASSISTANCE TO COMMERCIAL AND FISHING VESSELS**Weekly Period 1 (dates)

Area of Operation (a)	# Assist to Fishing (b)	# Shipping Assists (c)	Cargo Type (d)	Total Tons/Barrels (e)	Cargo Value
Area A					
Area B					
Area C					

Weekly Period 2 (dates)

Area A
Area B etc.

Area Totals (f)

Area A
Area B etc.

District Totals (f)

- NOTES:
- (a) Areas of operation are designated by District Commanders. Areas of high Coast Guard activity or particular importance should be clearly identified. Specific waterways or bodies of water are the preferred designations. An alphabetic or numeric area code may simplify presentation.
 - (b) Assists of a general nature, such as periodic breakout of a harbor or channel to facilitate fishing vessel movement, should be recorded as a single assist each time it occurs. The number of fishing vessels benefiting from such action should not be recorded as individual assists; however an entry in the narrative summary would be useful. For example, "CGC Thunder Bay broke out Rockland, ME to allow 10 fishing vessels access to fishing areas."
 - (c) If a vessel is assisted more than once during a single transit of an area or by more than one vessel at the same time, only one assist should be recorded here.
 - (d) List the cargo type i.e., taconite, grain, coal, limestone, cement, petroleum, etc. If a vessel is in ballast, write N/A.
 - (e) List the cargo tonnage (long or gross tons (2240 pounds) carried by the vessel (not capacities) or barrels. If a vessel is in ballast, write "BALLAST" in this column.
 - (f) The data in Table I should be totaled by area of operations. In addition, District totals for all columns should be presented. When developing District totals an effort should be made to identify and eliminate multiple counting of assists made in more than one area to a fishing or commercial vessel on a single transit. A transit is defined as a vessel movement from one port to another port where cargo will be either on- or off-loaded. For example, if a tanker proceeding from Detroit to Chicago

Encl (1) to COMDTINST 16151.1C

**TABLE II: LEVEL OF EFFORT ((DIRECT ASSISTANCE (DA),
PREVENTIVE ICEBREAKING
(PI), FLOOD CONTROL/PREVENTIVE (FC) AND MISCELLANEOUS
ASSISTANCE (MISC)) OPERATION HOURS**
Weekly Period 1 (dates)

Weekly Period 1 (dates)

Area of Operation	WAGB				WTGB				WYTL				WLB				Other
	DA	PI	FC	MISC	DA	PI	FC	MISC	DA	PI	FC	MISC	DA	PI	FC	MISC	
Area A																	
Area B																	
Area C																	

Weekly Period 2 (dates)

Area A

Area B etc.

Area Totals

Area A

Area B etc.

District Totals

TABLE III: AERIAL ICE RECONNAISSANCE OPERATION HOURS

TABLE III: AERIAL ICE RECONNAISSANCE OPERATION HOURS

HC-130	HU-25A	HH-60J	HH-65A	Auxiliary	DOD Resources

District Totals